

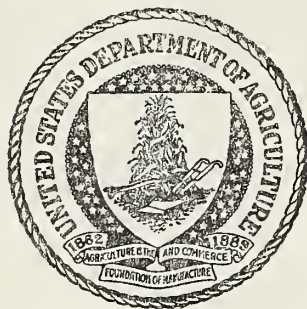
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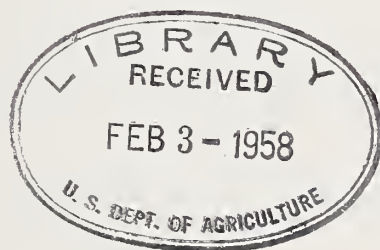


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F. E. S.  
U.S.D.A.

PANEL ON PROGRAM PROJECTION  
LAND GRANT COLLEGE MEETING  
WASHINGTON, D. C.

NOVEMBER 12, 1956



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## Problems Related to Program Projection Causing Concern

Otto C. Croy  
Assistant Administrator - Programs  
Federal Extension Service

The process of formulating better program making policies and procedures to do a more effective job of helping people build clear-cut longer range programs to meet their needs has improved both qualitatively and quantitatively in the last 2 years.

According to the latest report there are over 1400 counties out of 3100 who either are or will be in that process this fall and winter. There is some concern that quantity is getting ahead of quality. There are also other concerns.

Your committee for this conference asked each State to indicate its problems or concerns. Here is a summary of what you said.

I. Need for Understanding of the:

1. Concept, philosophy and purpose.
  - "understanding meaning and purpose"
  - "philosophy of program projection"
  - "thinking of projects rather than direction"
  - "some specialists fail to see overall program."
2. Possibilities to the people and to Extension workers.
  - "understanding possibilities, value and need"
  - "integration of 4-H and home economics areas with agriculture"
  - "resistance of agents to change from previous methods"
  - "failure of older agents to accept new method."
3. Programing process as an educational endeavor.
  - "idea that program projection is something new and apart from program planning"
  - "lack of overall county committees"
  - "goals not always used as a basis of planning."

II. Need for Administrative and Supervisory Leadership in:

1. Assisting staff adjust workload.
  - "insufficient time"
  - "time for doing a good job"
  - "time for pre-planning"
  - "extension workers have not given enough time and thought"
  - "adjustments in the use of time"
  - "inadequate time to do the job -- tendency to come out with non-basic problems."

2. Strengthening personnel.
  - "rapid turnover of personnel"
  - "inexperienced personnel in counties"
  - "lack of personnel"
  - "pressure on agents and specialists for services"
  - "bringing women staff members into activity"
  - "to show staff members how it may be done."

### III. Need for Training of Staff in:

1. How to work out and use background facts and situations.
  - "know what information to use"
  - "how relate background information to situations of concern to local people"
  - "time and ability to gather and analyze information needed to develop methods whereby specialists play an increased role"
  - "lack of localized information"
  - "lack of home economics information."
2. How involve people in program projection.
  - "getting people to participate -- to express needs -- to make decisions"
  - "maintain active interest of the local group through all steps of program projection!"
  - "diversified audience in many counties"
  - "vested interests opposition --- failure to face facts"
  - "weakness in leading discussion"
  - "understanding process of involving others."

people

This process of doing a more effective job of helping/build clear-cut longer range programs to meet their needs is on the way.

It would be difficult to stop it now if anyone wanted to.

Here are 4 reasons:

1. The people like it because they are involved and want to be a part of it.
2. Extension staff members are increasingly attaining competence and confidence in the process.
3. No one questions the educational leadership role of extension in this process.
4. The people do not need to build another organization for this purpose. This process can involve the best leadership in all organizations the people now have.

Getting All Staff Members to Understand  
Their Role in Program Projection

J. D. Prewitt  
Associate Director  
Texas

What is our greatest stumbling-block in moving forward with successful program projection?

Extension workers generally may not have a clear understanding of their role in this effort.

Here are comments from 25 States on how to get all staff members to understand their role in program projection, which were provided me by Elizabeth Graddy. These 25 State extension services outlined their efforts to train and involve every staff member in program projection. Considerable differences existed in the manner in which each State proceeded. As expected, some of these differences were a result of variations in State size and the number of county units within the organization.

The method most frequently reported used was a combination of two methods. About half the States used district-regional training meetings, conferences and/or workshops to train agents and some staff members. They depended on periodically scheduled State staff conferences to orient supervisors and specialists. Some of the States supplemented these regular meetings with one or more additional ways to more fully involve all personnel. At least three States conducted a joint program projection training meeting for the entire staff.

It was in the area of training agents that the differences between the larger and the smaller State organizations were most apparent. Several States with few county units reported county staff conferences with the State director or a principal assistant. Eight States reported a similar procedure was followed, but the supervisor or supervisory team met with the individual county staff to develop the plans.

In Minnesota, the workshop training provided for agents also included State staff members. Staff members were assigned to committees and worked as subcommittees of a county projection committee. They also "acted" as members of problem committees to illustrate how planning is accomplished and how specialists can be used in the process.

Many States reported the use of committees--steering, developing methods, developing training aids and material, and for serving as a training team in district meetings--as a tool to get more staff members to understand their role. One State reported the use of interdepartmental committees to develop methods, plans and materials for program development in the particular subject matter field.

In seven States, specialists provided the counties with background information and prepared questionnaires to assist county planning groups to isolate problems.

The following tabulation of responses received from the 25 States may be helpful:

	No. of States Reporting
<u>Involving agents and State staff in joint training meeting</u>	3
<u>Involving agents by:</u>	
District-regional training meetings, conferences, and/or workshops	12
Individual county staff conferences with supervisors	8
Individual county staff conferences with director or principal assistant	3
<u>Involving State staff (administrators, supervisors, specialists) by:</u>	
Periodic State staff conferences	11
State staff committees	
for steering purposes	2
for developing methods	1
for developing training aids and materials	4
for acting as training team	1
interdepartmental committee for assistance to counties in program development in subject matter field	1
<u>Staff members involved otherwise</u>	
Providing counties with background information	5
Preparing questionnaires to assist county planning groups isolate problems	1
Specialists working directly with county committees	1

Practically all States placed emphasis on the activation of a committee (State Program Projection Committee) with broad institutional representation to guide the State effort and mobilize USDA and land-grant college resources for county use in the projection effort. Although not mentioned, it is assumed that a county program projection handbook setting out clearly the purpose, objectives and procedures to serve as a guide, would help each extension worker understand his role in program projection.

Apparently there is no "one" best way that will assure the understanding of every worker about his role in program projection. Rather, several different ways need to be employed over an extended period to achieve the desired understanding of all workers. This should not be surprising. If we regard program projection as a basis for extension work, then it surely must be a part of all our training activities. The question of how to bring about an understanding of each extension worker's role appears to be subordinate to the question: have we done this job adequately up to now?

# How Program Projection Affects the Direction of Extension Work

Henry L. Ahlgren  
Associate Director  
Wisconsin

## I. Overall Objectives of Program Projection

1. To provide for a continuing, long range, sound and practical county-wide extension educational program in agriculture, home economics and subjects related thereto that will meet the needs and expressed wishes of local people but having sufficient flexibility so as to be readily adaptable to changing needs and conditions.
2. To involve local people in all phases (initiation, formulation and execution) of such a program.
3. To make full use of the resources and personnel of the Land-Grant institutions, other public and private institutions and the United States Department of Agriculture at all stages in the development and execution of such a program.
4. By appropriate means to acquaint all of the people in the county with the procedure followed in developing the program and the educational services that are available for assisting local people.

## II. Specific Objectives of Program Projection

1. To involve local people and to assist them in analyzing their situations, locating their problems and planning a course of action that will provide solutions in keeping with their own expressed interests and goals.
2. To provide local people with an opportunity to express their needs and request assistance in solving their problems.
3. To provide a means by which the county extension staff can locate and develop additional local leaders.

## III. If program Projection is to be Successful:

1. The State staff--administration, district leaders and specialists--must understand its underlying philosophy, how it works and the role each can play.
2. It must be initiated and promoted by the entire State staff.
3. The county staff must have faith in its value, be willing to work on it and take the necessary steps to set the stage for it in the county. The county staff must be prepared to make full and effective use of local people and resources, State leaders and specialists in developing a coordinated approach.

IV. Some Effects, Results and Accomplishments of Program Projection as Reported by State Extension Directors

1. It has resulted in long range planning with more consideration given to goals and objectives. More effective use has been made of background material. It makes for much less of the "cafeteria style" program.
2. It has resulted in a shift from the service type of program to one involving basic problems in farm management and land use.
3. It has brought about an increase in interest among local people in such areas as public affairs, government, zoning, marketing and utilization of farm products, community development, family life, work with youth, money management and credit.
4. It has pointed up the need for increased educational assistance to non-farm people.
5. It has brought about a better understanding among local people on the role of the extension service, its potential for service and the resources available to it in providing educational assistance. The background material, which is a necessary part of program projection, has given local people a more solid base from which to appraise their situations, problems, alternatives, goals and objectives.
6. It has pointed up the need for additional training of the county and State staff in certain areas.
7. It has helped to bring into sharper focus the need for additional research in certain areas.
8. It has provided a means for more joint planning on the part of the specialist staff. It has also provided each member of this staff with an unusual opportunity to take a new look at his respective field of service.
9. It has resulted in the increased use of voluntary local leaders and has aroused the latent local leadership.
10. It has brought into sharper focus the need for additional educational work in non-production areas including hospital and medical facilities, safety, school problems, recreation, government at all levels, the conservation and development of resources--soil, water, timber and minerals.
11. It has created an atmosphere of "togetherness" in our work. There has been more integration and coordination of effort.
12. It has provided a means by which the county extension staff can give widespread publicity to its program.
13. It provides a means by which we can become firmly entrenched as a strong member of the team of State and federal agencies working for and with the citizens of our State.
14. It has brought about better understandings between farm and non-farm people.
15. It has resulted in increased appropriations for personnel and facilities to provide the additional educational services desired by local people.

## How Participation in Program Projection Increases the Effectiveness of Staff Members

Miss Sara Woodruff  
Associate Home Economics Extension Leader  
New Jersey

We have always said that our Extension teaching is most effective when people learn by doing. Our staff members "learned by doing" when they were involved in program projection.

We asked Extension leaders in many of the States to tell us how participation in program projection increased the effectiveness of agents and specialists. Their replies can be grouped into six categories.

1. More factual information was used in program planning
2. Emphasis was given to important problems
3. Increased understanding
4. Increased confidence
5. Increased teamwork
6. More efficient staff members

Let's begin with programs based on facts. Program projection served as an "eye opener" because everyone was involved in accumulating and studying basic data for his county. As one State said, "It forced the agents to do a better job of preparing basic data which helped them become acquainted with the background information and trends of their county." We might ask - don't all agents know the statistical data for the county where they are working? In one of our counties doing program projection we found that none of the agents or committee members present could agree on the outstanding commodity for the county. I imagine many of you found a similar situation in your State. After participating in program projection all staff members were more conscious of the need and value of using background data for studying situations and pointing up problems. Therefore, we may say that this study helped the agents and county people to plan a program based on facts not opinions and impressions.

2. Emphasis given to important problems - The agents recognized more important program needs and had an increased awareness of possibilities for improving the program from doing this concentrated study. It helped de-emphasize "pet projects" by intensifying their efforts on the phase of work people considered most important. An example of this might be less emphasis on production and more emphasis on marketing as we found the problem of over-production or under consumption was apparent. It stimulated thinking and re-evaluation of program emphasis.

3. Increased Understanding - Program projection helped staff members to clearly understand what they are attempting to do. It provided for a better understanding of the division of responsibilities and available resources. It gave the agents an opportunity to obtain a better picture of the local problems as the county people see them and in return it has increased public understanding and support of the Extension work.

4. Increased Confidence - It is a known fact that where there is success there will be confidence. More effective programs have been developed when more people were involved in the planning. This automatically increased local support in executing the program. A good response to the Extension programs served as a stimulant for all staff members. This might be compared with a new football team just beginning a season. The team failed to score as they hadn't gained confidence in their own or each other's abilities. Once they did make a touchdown they knew where the goal line was - they found scoring easy. That once was an unsuccessful team resulted in a successful team because they had gained confidence in themselves. Program projection helped agents and specialists to understand their objectives and assured them the program was based on the needs of the people.

5. Increased Teamwork - The county and State staff members and lay people cooperated in program projection to achieve a greater coordination of effort which enabled them to see the work in relation to the entire program. This cooperation has developed improved working relationships and understanding of each others' responsibilities, and the overall objectives. This might be illustrated by the story of an elderly father who knew he had little time left here on earth and wanted to give his seven sons something worthwhile to remember. He gave each of them a piece of string and then put all of the strings together. He asked each one to try to break them which they could not do. Then he gave each of them their own piece and asked them to try to break it - which they did. The father explained that he wanted to leave this lesson with them - as long as they worked together they would be strong but as soon as one or two strayed away they would be weak and soon break as illustrated by the string. Teamwork is of utmost importance to our staff members. As a result of this projected study specialists become more conscious of the need to help analyze and interpret pertinent information in their field. In return the specialists' material improved in content, reorganization and timeliness. Actually this could be summed up as broadening viewpoints, understanding and outlooks of our entire Extension family.

6. More efficient staff members - Adequate time and thought given to investigating problems and to studying possible means of solving them was provided through program projection. More truly representative group thinking and planning for the future resulted. Staff members and lay people began to recognize changing circumstances and learned something of their effect. A more systematic plan for a greater volume and higher quality of Extension work developed. This study provided a basis for a plan of work and aided in calendarizing meetings. This will enable continuity of effort even with personnel changes.

As a result of the six benefits of program projection, agents and specialists look ahead to what should be done and look back to evaluate what they have done. Program projection helped them realize - "when they do their best today, they set the stage for doing better tomorrow."

## How to Involve Representative People in Program Projection

Frances Clinton  
Home Economics Extension Leader  
Oregon

As an opening statement I should like to propose to you that involving people in program projection is a simple matter if you know your people, their vital needs and you believe in their ability to think.

At the start of my discussion it seems necessary to establish a common understanding of the meaning of "involve". In my thinking involvement of people means getting them actively concerned and participating, or as someone has said, "occupying them absorbingly or engrossingly". True, there will be degrees of involvement due to differences in needs, interests, urges and motives of people. Involving people need not be difficult if an effort is made to observe some of the rules that cause people to act.

To illustrate let me show you a simple demonstration. (Magic Rope)  
In analyzing this illustration you readily see that five steps of involvement were employed.

1. Attention getter.
2. Participation by a few.
3. Interest grew.
4. Finished product of a kind.
5. Desire for further participation or action by many and willingness to try.

This is involvement.

Let us note the clues here for the involvement of people in program projection.

To begin we must--

Get their attention. This can be done by letter, by personal contact, by questioning, news stories, radio, etc.

First participation comes in simply gathering a few people together and sitting down to talk over matters informally. These are representative people for planning cannot be done with the masses. Interest develops as critical incidents or vital facts are brought into focus and challenge their concern.

Next plans for procedure are laid. You may call this a finished product at this point.

Action results. People are involved and "after this you cannot stop them."

The type of organization or work groups you use to involve representative people in program projection is told in your answers to a questionnaire submitted to the States. Twenty-seven States replied. Brief phrases or statements were made. Analyzation was limited to a summary. You who replied said--

1. County councils, county advisory groups or county committees involve representative people in 70 percent of the States.
2. Geographical areas or communities were the basis for selection of committees to become the active planning groups in 63 percent of the States.
3. Commodity committees, livestock, horticulture, land use, etc., are organized in 44 percent of the States.
4. Organized leader groups, farm, civic or business organizations constituted the planning body in 44 percent of the States.
5. County-wide open meetings were used at some point in the program projection process--either to present the idea to people in the beginning or for the reporting procedure or both in 15 percent of the States.

You further indicated that people were involved by Farm and Home visits in 7 percent of the States and by special personal help to group leaders in 11 percent of the States.

Just how these work groups operate and involve people was not explained in the questionnaire. It is assumed that some of the same methods are used in your State as in mine so I venture to use as an example the situation with which I am most familiar.

Example---(1) An Oregon county seat with the only doctor to serve its people was 45 miles distant and the nearest hospital 150 miles. Doctor and ambulance secured. (2) An Oregon county with less than 50 percent of the people registered to vote. Registration centers scattered through county--90 percent of the people registered.

Ways or methods representative people may participate or be involved in program projection can be listed, but if you expect work groups to be effective---

First: Be sure the objective or purpose of program projection is clearly understood by the participants and that they are in accord with procedures.

Second: Be certain that the matters under consideration are vital and of concern to the participants. No committee or group has reason for existence unless there is a real problem to be given thought.

Third: Create a permissive atmosphere. Be interested and enthusiastic but patient and considerate.

Program projection as it involves people moves slowly. There is no "free-way" to results.

Given this situation people can be involved in---

- Identifying problems.
- Securing facts of the situation.
- Analyzing and interpreting facts and trends.
- Formulating recommendations and recognizing alternatives.
- Reporting recommendations.
- Activating recommendations by establishing priorities and selecting one immediate need that they can carry forward to success and so get satisfaction for their efforts.

"Nothing succeeds like success."

In the selection of representative people and involving them in group work, as in program projection it seems appropriate to relate some findings of Research in Social Science done by Ronald Lippit, University of Michigan. In studying techniques that produce effective teamwork (as with program projection work groups) he found that---

Strong teams initiated twice as many new activities as weak teams and three times as many as single individuals.

When involved in joint action, strong teams initiated activities more than twice as often as when they were operating as individuals.

A community or group leader in a strong position of influence-- also a member of a cohesive team will utilize his potentials to a far greater extent and with more consistent success than a high power person operating alone.

Recognition of these findings can help us to gain the maximum involvement of people in our group work and contribute to the success of program projection.



## Distinguishing Features of Program Projection and Farm and Home Development

1/  
C. B. Ratchford  
Assistant Director  
North Carolina

The last three years have brought forth three very significant programs and activities to Extension. In 1954, we got Farm and Home Development; in 1955, Program Projection; and in 1956, Rural Development. The work which is grouped under these names is not new to Extension. The work has been given increased emphasis in every State; it has been made a national effort; it has been made an effort of the total Extension Service rather than of any one department, and new wrinkles have been added. It is natural that the three -- Program Projection, Farm and Home Development, and Rural Development -- should become confused with each other, particularly by those who wanted no change to begin with.

The new program and activities are different from each other. There is no conflict, however. Rather, they complement and support each other. One without the other could actually be dangerous to Extension. As a package, they give Extension the best possible road for promoting increased net income and standard of living. We all know that as long as Extension is a powerful force for bringing about progress that the service itself will grow in size, stature, and prestige.

In the four minutes remaining, I will describe my concept of Program Projection and Farm and Home Development, and show the distinguishing and complementary features.

### Extension Program Projection

Program Projection is simply long-range Extension Program Planning. It includes the local agents developing with local leaders the situation in the county, determining problems and opportunities, and setting goals. It also includes having the leaders express themselves as to the size and type of force needed to carry out the program outlined.

Its purpose is to make the Extension program more useful to farm families in solving problems and in increasing net farm income. Program Projection is also the activity for adjusting the Extension program to the current situation facing farms and homes. In addition, it should create a better understanding on the part of leaders of the mission of the Extension Service of the importance of research and education, and incidentally result in stronger local support for the Extension Service.

Program Projection differs from previous program planning efforts in three ways. First, attention is being directed to means of increasing net farm income. Second, it is broader in scope, including looking at forces beyond the farm boundaries such as markets, roads, non-farm employment opportunities. Third, the leaders are being given an opportunity to express themselves as to type and size of Extension force needed.

1/ This was used on the Farm and Home Development panel.

## Farm and Home Development

Farm and Home Development is simply a method for carrying out the Extension Service's mission of increasing income and level of living through an educational program. As a method it includes two somewhat unique elements. The first is that it involves a personalized approach on the part of an Extension agent with the family. The second element is that the unit approach is used. The unit is the family and its resources. The unit approach simply means helping solve problems or achieve goals of the family.

There is a large gap for most farm families between actual net income and level of living and proven attainable level of income and level of living. This gap was not being closed very rapidly with the Extension program that was in operation prior to Farm and Home Development being initiated. It could not be because Extension resources were spread too thin. Farm and Home Development has certain peculiar characteristics which make it an extremely efficient technique for helping farm families solve problems and close the gap between actual and possible level of income through supplying technical and economic information and encouraging its use.

The distinguishing features is that it is changing the direction in Extension methods and philosophy. It recognizes that Extension cannot do all things for all people with limited resources. Extension is saying when Farm and Home Development is started that it is going to do a thorough job with certain families. If all families are to be given the same intensive assistance, there must be more Extension workers. The desirability of personalized educational work is set forth. Also Extension, instead of being in the position of trying to sell particular pieces of technology, has as its goal helping families solve problems (both the recognized and as yet unrecognized ones) and achieve goals. While the same technical and economic information may be used, regardless of approach, more information will be used when it is supplied as a means of solving a recognized problem than when sold in some other context.

### Distinction Between Program Projection and Farm and Home Development

To me it is easy to distinguish between the two programs. Program Projection is simply county program planning. Farm and Home Development is simply a name given to an Extension teaching method.

### Complementary Features of Program Projection and Farm and Home Development

Program Projection sets forth the possibilities open to farm families for increasing net/<sup>farm</sup>income and for increasing the standard of living. Farm and Home Development is a very good means of getting the goals set in Program Projection in practice on the farms and in the homes.

In conclusion, let us return to an opening statement that one without the other is dangerous. In Program Projection the eyes of the leaders are opened as to possibilities open to farm families. The leaders also become aware, if not already so, of the great force that Extension can be in increasing the economic situation of the county. This puts Extension on a spot where it must deliver the goods.

Turning to Farm and Home Development, one of the most serious predicaments in which we can find ourselves is to add personnel, announce a new activity, go through selecting families and getting their confidence, and then find that we have little or nothing to recommend for increasing income.

Through Program Projection we can find out what to do and through Farm and Home Development get it done.

Incidentally, in our State, Program Projection has almost invariably brought forth a recommendation that Extension should work more intensively with the families and on a broader subject matter base. They have recognized that this will require more personnel and have recommended an increase. This has provided an ideal setting for adding workers to do Farm and Home Development.





